

Message Text

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ACTION ARA-10

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FM AMEMBASSY BRASILIA

TO SECSTATE WASHDC PRIORITY 7773

INFO AMEMBASSY CARACAS

AMCONSUL RIO DE JANEIRO

AMCONSUL SAO PAULO

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E.O. 11652: N/A

TAGS: SNAR, BR

SUBJ: NCAP - PROPOSED FUNDING FOR BRAZIL

REF: A) STATE 215771 B) 75 BRASILIA A-133

1. BASIC GOALS AND RATIONALE: BASIC GOALS ON EMBASSY'S
NARCOTICS CONTROL ACTION PLAN REMAIN AS STATED IN REFTEL B:
TO INTERDICT MOVEMENT OF COCAINE AND HEROIN TRANSITING BRAZIL
THROUGH PROFESSIONALIZATION OF THE BRAZILIAN AGENCIES CHARGED
WITH NARCOTICS LAW ENFORCEMENT AND CONTRABAND. WHILE LOCAL
DRUG ABUSE IS NOT YET SEEN AS CRITICAL PROBLEM, AUTHORITIES
ARE CONCERNED WITH WHAT THEY SEE AS TREND TOWARDS INCREASING
USAGE, PARTICULARLY IN URBAN AREAS AND AMONG YOUTH. LOCAL
ABUSE, WHICH WAS FORMERLY RESTRICTED TO MARIJUANA, IS BEGINNING
TO EMBRACE COCAINE AND AMPHETAMINES, AS WELL. AT THE DIRECTION
OF THE PRESIDENT OF BRAZIL, A WORKING GROUP WAS ESTABLISHED IN
1975 TO DRAFT A NEW COMPREHENSIVE LAW ON NARCOTICS CONTROL
AND ENFORCEMENT. PROPOSED LEGISLATION WAS DELIVERED TO
CONGRESS IN JUNE OF THIS YEAR AND IS EXPECTED TO BE
ENACTED SHORTLY WITH FEW MODIFICATION. AMONG OTHER
THINGS, LAW AIMS AT CREATION OF A PROFESSIONAL CLASS

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OF NARCOTICS LAW ENFORCEMENT OFFICER, BY REQUIRING THAT

PERSONS ASSIGNED TO NARCOTICS REPRESSION DIVISION OF FEDERAL POLICE POSSESS SPECIALIZED TRAINING IN THAT FIELD. NEW LAW WILL DOVETAIL WITH NCAP LONG-TERM OBJECTIVE, WHICH IS TO CREATE CORPS OF SPECIALISTS CAPABLE OF EFFECTIVE AND SELF-SUSTAINING PROGRAMS DIRECTED AGAINST INTERNATIONAL NARCOTICS TRAFFIC. ESTABLISHMENT OF TWO NEW DEA OFFICES IN RIO AND SAO PAULO DURING SEPTEMBER-OCTOBER 1975 HAS ENHANCED LIAISON WITH FEDERAL POLICE AND, THROUGH THEM, MAJOR STATE POLICE AGENCIES AND REPRESENTS ADDITIONAL STEP TOWARDS BASIC GOAL.

2. SCOPE OF PROBLEM - PRINCIPAL PROBLEMS, AS BEFORE, ARE MANPOWER AND MATERIEL WEAKNESSES WITHIN THE FEDERAL POLICE (DPF), WHICH IS THE PRIMARY DRUG ENFORCEMENT AGENCY OPERATING IN BRAZIL. COMMUNICATIONS EQUIPMENT PREVIOUSLY DELIVERED TO DPF UNDER NCAP HAS CLEARLY ENHANCED CAPABILITIES OF THE NARCOTICS UNIT, BY PERMITTING NEAR INSTANTANEOUS COMMUNICATIONS BETWEEN CHIEF OF NARCOTICS DIVISION IN BRASILIA AND DPF FIELD UNITS IN REST OF THE COUNTRY. RESULT HAS BEEN IMPROVED CENTRAL COORDINATION OF ENFORCEMENT EFFORTS. IN ONE RECENT EXAMPLE, RADIO CAPABILITY PERMITTED DPF, AT EMBASSY SAIC'S REQUEST, TO ALERT PROMPTLY UNITS AT AIRFIELDS COUNTRYWIDE TO BE ON LOOKOUT FOR PRIVATE PLANE WHICH IT WAS BELIEVED WOULD TRANSIT BRAZIL WITH SHIPMENT OF ILLICIT DRUGS. SUCH RAPID ACTION WOULD HAVE BEEN FAR MORE DIFFICULT WITH PREVIOUS DPF NETWORK, WHICH OFTEN RELIED ON UNDERTAIN TELEX FACILITIES AND DID NOT REACH SOME OF THE MORE REMOTE POSTS.

3. CHANGES IN PROGRAM EMPHASIS - DPF, HOWEVER, IS STILL IN SHORT SUPPLY OF BASIC EQUIPMENT SUCH AS HANDI-TALKIES, BINOCULARS, RECORDERS (BOTH SURVEILLANCE TYPES AND LARGER CONSOLE UNITS FOR RECORDING OF INTERVIEWS), 35 MM CAMERAS, AND CAR RADIOS. SOME UNITS HAVE ALREADY BEEN DELIVERED UNDER NCAP. HOWEVER, THEIR RELATIVE SCARCITY RESULTS IN CENTRALIZED AND GENERALLY TIGHTFISTED CONTROL OVER ALLOCATION (OFTEN ON A TEMPORARY SIGN-OUT BASIS) TO OPERATIONAL UNITS IN THE FIELD. UTILITY OF EQUIPMENT IS THUS REDUCED. ADDITIONAL EQUIPMENT TO ALLEVIATE THESE SHORTAGES IS THUS A PRIORITY ITEM, ALTHOUGH ADMITTEDLY, A DIFFICULT PROBLEM EXISTS LIMITED OFFICIAL USE

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IN GUARANTEEING THAT SUCH INDIVIDUAL EQUIPMENT IS ALLOCATED EXCLUSIVELY TO NARCOTICS-RELATED MISSIONS. SMALLER EQUIPMENT ITEMS ARE BY THEIR NATURE MORE VERSATILE AND LESS EASILY MONITORED FOR PROPER END-USE THAN OTHER MATERIAL PROVIDED TO DPF. FOR THIS REASON, AND BECAUSE THE MOST PRESSING NEED IN THE COMMUNICATIONS FIELD HAS BEEN MET WITH THE ESTABLISHMENT OF A NEAR COUNTRYWIDE DPF RADIO NETWORK, EMBASSY HAS REDUCED ITS REQUEST FOR COMMUNICATIONS

EQUIPMENT FROM 355,000 PROJECTED IN PREVIOUS NCAP FOR FY 1977 TO 120,000 WITH PROPOSAL THAT BULK OF BALANCE BE USED TO FUND PURCHASE OF RIVER PATROL CRAFT FOR DPF. THIS REPRESENTS NEW LINE ITEM AND IS THE MAJOR CHANGE IN PROGRAM EMPHASIS FROM PREVIOUS YEAR (SEE BELOW). NONCOMMUNICATIONS NEEDS ARE COVERED UNDER REQUEST ITEMS FOR POLICE SUPPORT EQUIPMENT, EQUIPMENT FOR THE ACADEMY NARCOTICS COURSE (PRINCIPALLY AUDIO-VISUAL AND TEXTUAL MATERIALS), AND EQUIPMENT FOR NATIONAL CRIME LAB.

4. TRAINING - TRAINING REMAINS A PRINCIPAL CATEGORY. THE OPENING OF TWO NEW DEA OFFICES, THE CONCOMMITANT INCREASE IN LIAISON WITH DPF AND INCREASED INVOLVEMENT OF STATE POLICE FORCES HAVE STIMULATED FURTHER LOCAL INTEREST IN DEA TRAINING PROGRAMS, PARTICULARLY IN-COUNTRY SEMINARS. WE THEREFORE PROPOSE TO INCREASE NUMBER OF SUCH COURSES FROM TWO, AS PROJECTED IN EARLIER NCAP, TO FIVE, EACH COURSE TO SERVE 30 TO 35 STUDENTS FOR TOTAL OF UP TO 175. EARLIER NCAP TRAINING PROGRAMS IN THE US CREATED A NUCLEUS OF BRAZILIAN INSTRUCTORS FOR TEACHING NARCOTICS LAW ENFORCEMENT, WITH RESULT THAT BASIC GENERAL LAW ENFORCEMENT COURSES AT NATIONAL POLICE ACADEMY NOW CONTAIN A MINIMUM OF 40 HOURS ON NARCOTICS. IN-COUNTRY DEA COURSES AT DIFFERENT REGIONAL CENTERS THUS SERVE DUAL FUNCTION, IN PROVIDING SPECIALIZED TRAINING SUITED TO THE PARTICULAR PROBLEMS OF THE REGION SERVED, AND--IN MANY CASES--IMPARTING THE FIRST FORMAL INSTRUCTION IN NARCOTICS TO OLDER DPF AND STATE POLICE PERSONNEL. DPF IS INTERESTED IN RECYCLING VETERAN OFFICERS THROUGH NARCOTICS TRAINING, AND THE POLICE ACADEMY IN MEETING PART OF THIS NEED THROUGH NARCOTICS INSTRUCTION CONTAINED IN GENERAL MID-CAREER COURSES. HOWEVER, TO MAKE UP THE CONSIDERABLE DIFFERENCE, PARTICULARLY IN LIMITED OFFICIAL USE

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LIGHT OF GREATER EMPHASIS WHICH TRAINING AT ALL LEVELS WILL LIKELY RECEIVE ONCE DRAFT DRUG LEGISLATION IS ENACTED, POST PROPOSES TO SEND UP SIX DPF PERSONNEL TO THE US FOR THE SIX-WEEK TRAINING COURSE IN ORDER TO EXPAND THE CADRE AVAILABLE FOR THIS "CONVERSION" TRAINING, PARTICULARLY AT SITES OUTSIDE BRASILIA, AND THUS TAKE FURTHER STEP IN MAKING BRAZILIANS SELF-SUFFICIENT IN THE TRAINING AREA.

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5. INDUCEMENTS TO CUSTOMS SERVICE - FINALLY, TRAINING REQUEST (AS WELL AS REQUEST FOR FUND ALLOCATIONS FOR EQUIPMENT) MAKES PROVISION FOR CUSTOMS PERSONNEL, WHO POTENTIALLY CAN PLAY A KEY ROLE IN DRUG ENFORCEMENT. DESPITE PERSISTENT EFFORTS TO ENLIST CUSTOMS AUTHORITIES IN DRUG RELATED PROGRAMS, INCLUDING HIGH LEVEL APPROACHES TO OFFICIALS OF THE FINANCE MINISTRY, THE ORGANIZATION AS YET HAS SHOWN LITTLE INTEREST IN COOPERATIVE PROGRAM, WITH EXCEPTION OF A COUNTER-PROPOSAL FOR GENERALIZED TRAINING ON CONTRABAND WHICH WOULD HAVE SPECIAL FOCUS ON NARCOTICS. BUDGET ITEMS FOR CUSTOMS, THEREFORE, ARE IN THE NATURE OF A REQUEST FOR CONTINGENCY RESOURCES, TO PUT EMBASSY IN A POSITION TO CONTINUE OFFERING SOLID COOPERATIVE PROGRAMS AS AN INDUCEMENT TO CUSTOMS AUTHORITIES.

6. ASSISTANCE TO POLICE RIVER PATROL CAPABILITY - PRINCIPAL CHANGE IN EMPHASIS FROM PREVIOUS NCAP IS PROPOSAL FOR 140,000 FOR PURCHASE OF TWO LONG-RANGE RIVER PATROL CRAFT FOR USE BY FEDERAL POLICE IN INTERDICTION EFFORTS ALONG UPPER REACHES OF AMAZON RIVER SYSTEM. (NOTE: THIS PROPOSAL IS CONTINGENT UPON SATISFACTORY RESOLUTION IN WASHINGTON OF PROCUREMENT POLICY ISSUE.) THOUGH STILL IN NASCENT STAGE, DEA
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INTELLIGENCE NETWORK IN AMAZON REGION HAS ALREADY PRODUCED

INFORMATION POINTING TO EXISTENCE OF CLANDESTINE LABORATORY FOR PROCESSING COCAINE NEAR PORTO VELHO, RONDONIA. FEDERAL POLICE CITE EXISTENCE OF LAB(S) IN THE AREA OF BARCELOS, WEST OF MANAUS BETWEEN THE RIO NEGRO AND THE RIO SOLIMOE. TO DATE, THESE FACILITIES ARE THE ONLY SUCH KNOWN OR SUSPECTED IN BRAZIL OUTSIDE OF SAO PAULO AND RIO METROPOLITAN AREAS. ATTEMPTS AT ESTABLISHMENT OF COCAINE LABS IN AMAZON REGION, AS WELL AS RELATED TRANSSHIPMENT OF RAW OR PROCESSED COCAINE, ARE EXPECTED TO INCREASE AS ENFORCEMENT EFFORTS IN NEIGHBORING COUNTRIES (COLUMBIA, PERU, EQUADOR, BOLIVIA), INCLUDING SUCH BILATERAL PROJECTS AS OPERATION FUNNEL AND OPERATION KITCHEN, LEAD TRAFFICKERS THERE TO SEEK CONVENIENT SAFEHAVEN. RELATIVE PROXIMITY, SIZE, EASE OF CONCEALMENT, AND WEEK OFFICIAL PRESENCE IN AMAZON REGION, MAKE IT THE LOGICAL ALTERNATIVE.

7. AMAZON REGION IS ALREADY A TRANSSHIPMENT AREA, THOUGH STILL A SECONDARY ONE, FOR COCAINE FROM PERU, COLOMBIA AND BOLIVIA. MAIN POINTS OF ENTRY IN REGION ARE BELIEVED TO BE RIO BRANCO, ACRE AND GUAJARA MIRIM, RONDONIA (ON BOLIVIAN BORDER), AND BENJAMIN CONSTANT, AMAZONAS (ON COLOMBIAN BORDER); PORTO VELHO AND MANAUS SERVE AS INTERMEDIATE POINTS FOR ONWARD SHIPMENT TO BELEM, SAO PAULO, AND RIO. GIVEN THE STILL RUDIMENTARY LAND TRANSPORT SYSTEMS IN THE REGION, MUCH OF THE TRAFFIC MOVES EITHER BY BOAT OR SMALL PLANE. THIS FACT, COUPLED WITH PERMEABILITY OF FRONTIER, PLACES PREMIUM ON INTERNAL PATROL AND INTERCEPT CAPABILITY ALONG THE PRINCIPAL RIVER SYSTEM--THE AMAZON AND ITS TRIBUTARIES. DPF CURRENTLY LACK THIS CAPABILITY; PROPOSED PATROL CRAFT WOULD BEGIN TO MEET THE REQUIREMENT FOR MEANS OF INTERCEPTING RAW AND REFINED COCAINE DIVERTED FROM ANDEAN COUNTRIES, AS WELL AS BETTER SUPPORT AND RESUPPLY OF FEDERAL POLICE UNITS PATROLING REMOTE UPPER AMAZON BORDER AREAS.

8. OPERATIONAL SUPPORT COSTS - FINALLY, WE REQUESTED 20,000 FOR DOMESTIC TRAVEL AND PER DIEM EXPENSES FOR FEDERAL POLICE, TO FACILITATE THE LATTER IN CONDUCTING NARCOTICS INVESTIGATIONS OF PARTICULAR INTEREST TO US, IN CASES WHERE LACK OF DPF RESOURCES WOULD BE CLEAR HANDICAP. LACK OF SUFFICIENT LIMITED OFFICIAL USE

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FUNDS TO COVER HIGH TRAVEL EXPENSES IN A COUNTRY OF CONTINENTAL PROPORTIONS AND A THINLY DISTRIBUTED FEDERAL POLICE PRESENCE IS ONE OF PRINCIPAL IMPEDIMENTS TO VIGOROUS ENFORCEMENT PROGRAM, PARTICULARLY IN AMAZON REGION. OUR REQUEST IS SCALED DOWN FROM FIGURE ORIGINALLY PROPOSED FOR FY 1977 IN EARLIER NCAP IN FULL AWARENESS OF DEPARTMENT'S INCREASED DIFFICULTY IN JUSTIFYING SUCH FUNDS AND WITH INTENTION TO APPLY STRICTEST POSSIBLE

CRITERIA OF NEED AND URGENCY IN PROVIDING SUCH FUNDS
TO DPF.

9. SUMMARY STATEMENT OF PROPOSED ALLOCATION OF US FINANCIAL
RESOURCES:

I. TOTAL PROPOSED OUTLAYS

A. BY FUNCTIONAL CATEGORY

(1) ENFORCEMENT AND CONTROL	345,000
(2) CROP REPLACEMENT	N/A
(3) TREATMENT AND REHABILITATION	NIL
(4) PROGRAM DEVELOPMENT AND SUPPORT	75,000

B. BY PROJECT -- FEDERAL POLICE

(1) COMMUNICATIONS EQUIPMENT	120,000
(2) RIVER PATROL CRAFT	140,000
(3) OTHER POLICE SUPPORT EQUIPMENT (INCLUDING INCREASES STATE 219215)	50,000
(4) ACADEMY NARCOTICS COURSE EQUIPMENT	25,000
(5) LABORATORY EQUIPMENT	20,000

CUSTOMS

(1) DETECTION EQUIPMENT	15,000
(2) SCHOOL NARCOTICS COURSE	50,000
TOTAL	420,000

10. SUMMARY OF PROPOSED ENFORCEMENT TRAINING BY US PROGRAM
(CENTRALLY FUNDED) (NUMBER OF PEOPLE TO BE TRAINED)

DEA (FOR FEDERAL POLICE AND STATE POLICE AGENCIES)

SIX WEEKS MID-MANAGEMENT SCHOOL	6
TWO WEEKS IN-COUNTRY SCHOOL	175

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CUSTOMS

FIVE WEEKS MID-MANAGEMENT SCHOOL	10
TWO WEEKS IN-COUNTRY SCHOOL	80

11. LOCAL OPERATIONAL SUPPORT COSTS

(PER DIEM AND DOMESTIC TRAVEL)

FEDERAL POLICE: 20,000

CUSTOMS: 0

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